

## Message Text

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15

ORIGIN EB-07

INFO OCT-01 EUR-12 ISO-00 OES-06 ERDA-05 FEA-01 AID-05

CEA-01 CIAE-00 CIEP-01 COME-00 DODE-00 FPC-01 H-02

INR-07 INT-05 L-03 NSAE-00 NSC-05 OMB-01 PM-04

USIA-06 SAM-01 SP-02 SS-15 STR-04 TRSE-00 PA-01

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FM SECSTATE WASHDC

TO AMEMBASSY ROME PRIORITY

C O N F I D E N T I A L STATE 091590

E.O. 11652: GDS

TAGS: ENRG, IT

SUBJECT: US-ITALY ENERGY WORKING GROUP (EWG)

REF: ROME 4034; ROME 2427; ROME 2320; ROME 2219;

STATE 27521

1. WE HAVE CAREFULLY REVIEWED THE PROPOSED ITALIAN AND US TEXTS FOR JOINT STATEMENT ON BILATERAL EWG ACTIVITIES AND EMBASSY CABLES REPORTING CONTACTS WITH MIGLIUOLO ON THE SUBJECT. WE REGRET THAT OUR EFFORTS TO FORMULATE A FORTHCOMING AND HELPFUL JOINT STATEMENT HAVE NOT BEEN RECEIVED MORE FAVORABLY BY MIGLIUOLO. IT IS DIFFICULT TO RESPOND IN A MEANINGFUL WAY TO MIGLIUOLO'S EXPRESSION OF "SHARP DISAPPOINTMENT" CONVEYED IN ROME 4034 WITHOUT MORE CONCRETE COMMENTS FROM THE ITALIANS KEYED TO THE TEXT  
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OF THE STATEMENT. WE WISH TO FOCUS ON TANGIBLE ISSUES RATHER THAN GENERALITIES, AND ARE PREPARED TO CONSIDER MORE SPECIFIC ITALIAN REACTIONS AND/OR COUNTER PROPOSALS.

2. ON THE BASIS OF OUR NUMEROUS DISCUSSIONS IN WASHINGTON

AND ROME ON THE ISSUES AT HAND, WE REMAIN CONVINCED THAT MIGLIUOLO FULLY GRASPS WHAT USG CAN AND CANNOT DO IN THIS EXERCISE. IF HE REASONS THAT ISSUES DIVIDING US ARE ONES OF ATMOSPHERICS RATHER THAN SUBSTANCE, WE WOULD APPRECIATE KNOWING SUCH AND HEARING FROM HIM HIS SUGGESTIONS. SO FAR THE ONLY SPECIFIC COMMENT OF WHICH WE ARE AWARE (PARA 1 ROME 4034) IS THE SUGGESTION TO MODIFY THE HEADING DEALING WITH EXIM FINANCING FROM QUOTE EXPORT FINANCING UNQUOTE TO QUOTE FINANCING UNQUOTE. SUCH IS ACCEPTABLE TO US. IN GENERAL, WE ARE WILLING TO BE AS FLEXIBLE AS POSSIBLE TO MEET ITALIAN NEEDS ON PRESENTATION DESPITE VERY REAL SUBSTANTIVE CONSTRAINTS UNDER WHICH WE MUST OPERATE. FOR EXAMPLE, UPON MIGLIUOLO URGING LATEST USG DRAFT CONTAINS REFERENCE TO FORD-MORO EXCHANGE OF LETTERS AS WELL AS EXPRESSION OF ERDA WILLINGNESS TO ARRANGE CONTACTS WITH US MINING COMPANIES EITHER IN US OR IN THIRD COUNTRIES. WHERE WE HAVE BEEN UNABLE TO ACCEPT SUGGESTIONS OR LANGUAGE PROPOSED BY MIGLIUOLO -- E.G., GUARANTEED ITALIAN ACCESS TO FUTURE US URANIUM STOCKPILES, A US GUARANTEE OF ENRICHMENT SERVICE OFFTAKE WITHOUT PROVIDING THE REQUIRED NATURAL URANIUM (PARAS 4-5, STATE 37521) -- WE HAVE EXPLAINED WHY SUCH IS NOT POSSIBLE.

3. IN AN EFFORT TO HELP FOCUS THE DISCUSSION ON SPECIFIC SUBJECTS, WE HAVE PREPARED THE FOLLOWING RUNDOWN ON THE CURRENT STATUS OF THE VARIOUS EWG ACTIVITIES WHICH WE WOULD SUGGEST THE EMBASSY DRAW UPON FOR A GENERAL REVIEW WITH MIGLIUOLO. EACH SUBJECT AREA INCLUDES BACKGROUND MATERIAL FOR EMBASSY'S INFORMATION TOGETHER WITH SUGGESTED COMMENTS TO BE USED IN DISCUSSION WITH HIM.

4. EMBASSY MIGHT BEGIN DISCUSSION WITH MIGLIUOLO BY CITING CURRENT US VISIT OF ENEL UTILITY RATE STRUCTURE EXPERTS AS EVIDENCE OF OUR DESIRE TO BE RESPONSIVE TO ITALIANS. CONSIDERABLE PLANNING AND EFFORT WENT INTO SETTING UP THE SCHEDULE TO ASSURE THAT ENEL OFFICIALS WOULD HAVE CONTACT WITH THE KEY US AUTHORITIES AND LATEST THINKING IN THE FIELD, BOTH IN THE PRIVATE AND GOVERNMENT SECTOR.

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5. NURE VISIT: WE AGREED LAST SEPTEMBER TO CONSIDER A PROPOSAL FOR EXCHANGES OF TECHNICIANS WHICH WOULD PROVIDE THE ITALIANS WITH A GREATER KNOWLEDGE OF THE US PROGRAM AND ASSIST IN THE POSSIBLE IMPLEMENTATION OF A SIMILAR PROGRAM IN ITALY OR THIRD COUNTRIES. IN FEBRUARY MIGLIUOLO PROPOSED THAT A 3 MAN ITALIAN DELEGATION VISIT THE US TO DISCUSS PLANS FOR ITALIAN TECHNICIANS TO "PARTICIPATE IN" THE NURE PROGRAM, WITH THE EXPECTATION THAT QUALIFIED INDIVIDUALS WOULD SUBSEQUENTLY BE ASSIGNED TO FOLLOW DEVELOPMENTS.

ERDA HAS RESPONDED THAT IT IS PREPARED TO HOST A VISIT OF 1-2 WEEKS TO REVIEW THE NURE PROGRAM BUT STATES THAT ACTUAL PARTICIPATION IN THE PROGRAMS COULD RAISE SERIOUS

PROBLEMS SINCE MUCH OF THE INFORMATION DEVELOPED IS PROPRIETARY IN NATURE. ALSO THE FACT THAT AGIP NUCLEARE IS CURRENTLY EXPLORING IN THE US IN COMPETITION WITH AMERICAN AND OTHER FOREIGN COMPANIES FURTHER COMPLICATES THE SITUATION.

BEFORE MAKING ANY COMMITMENT ON THE QUESTION OF PARTICIPATION ERDA PREFERS TO MEET WITH THE ITALIANS, EXPLORE THEIR SPECIFIC INTERESTS, AND EXPLAIN THE CONSTRAINTS UPON ERDA IN TERMS OF THE PROPRIETARY NATURE OF DATA BEING DEVELOPED. THIS DOES NOT PRECLUDE THE POSSIBILITY OF SOME FOLLOW-ON -- E.G., TRAINING OF TECHNICIANS IN A SPECIFIC AREA OF TECHNOLOGY SUCH AS ERDA'S GEOCHEMICAL PROGRAM, BUT ERDA WANTS TO HAVE A GENERAL DISCUSSION WITH THE ITALIANS BEFORE ADDRESSING THE QUESTION OF POSSIBLE FOLLOW-ON TRAINING.

EMBASSY MAY INFORM MIGLIUOLO ERDA IS WILLING TO ARRANGE A 1-2 WEEK VISIT FOR A 3 MAN ITALIAN DELEGATION TO DISCUSS ITS INTEREST IN THE NURE PROGRAM. ERDA SUGGESTS THE ITALIANS SHOULD SELECT A TIMEFRAME FOR A 1-2 WEEK VISIT AND INFORM ERDA AT LEAST THIRTY DAYS PRIOR TO THE FIRST OF THE MONTH THEY PLAN TO ARRIVE.

6. VISIT TO US REPROCESSING FACILITIES: IN AN AIDE MEMOIRE OF OCTOBER 2 THE ITALIANS REQUESTED ERDA AGREEMENT TO THE SENDING OF AN ITALIAN TECHNICAL DELEGATION TO ERDA'S SAVANNAH RIVER REPROCESSING FACILITIES. IN ITS AIDE MEMOIRE ITALY ALSO EXPRESSED A DESIRE TO VISIT THE ALLIED GENERAL NUCLEAR SERVICE (AGNS) COMMERCIAL REPROCESSING FACILITY PRESENTLY UNDER CONSTRUCTION. CONFIDENTIAL

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ERDA HAS REPEATEDLY CAUTIONED THEM REGARDING THE CONSTRAINTS UPON COOPERATION IN BOTH THE REPROCESSING AND ENRICHMENT FIELDS - I.E., SENSITIVE TECHNOLOGY; AN ONGOING ERDA EVALUATION OF THE ROLE WHICH THE USG SHOULD PLAY IN THE REPROCESSING SECTOR.

ERDA IS UNABLE TO RESPOND TO THE REQUESTS FOR-VISITS TO SAVANNAH RIVER AND AGNS WITHOUT KNOWING SPECIFICALLY WHAT TOPICS THE ITALIANS WOULD WANT TO DISCUSS AND THE EXTENT OF THE FACILITIES THEY WOULD LIKE TO VISIT.

IN THE RELATED AREA OF COMMERCIAL FACILITY LICENSING, THE NUCLEAR REGULATORY COMMISSION (NRC) HAS INFORMED US THAT IT WOULD BE WILLING TO CONSIDER AN ITALIAN PROPOSAL FOR THE TEMPORARY ASSIGNMENT OF ITALIAN PERSONNEL TO BECOME ACQUAINTED WITH THE AUTHORIZATION PROCEDURES INVOLVED IN NRC LICENSING OF THE AGNS PLANT. SUCH COULD CONCEIVABLY BE CARRIED OUT WITHIN THE FRAMEWORK OF THE MAY 1975 NRC/CNEN AGREEMENT FOR TECHNICAL COOPERATION. NRC SUGGESTED WE ASK THE ITALIANS TO CONTACT THE NRC DIRECTLY ON THE MATTER. WE HAVE SO INFORMED THE ITALIAN EMBASSY IN WASHINGTON BUT HAVE NOT YET NOTIFIED MIGLIUOLO DIRECTLY. A RECENT CHECK WITH THE NRC INDICATES THAT THE ITALIANS HAVE NOT YET COME FORTH WITH ANY PROPOSAL.

EMBASSY SHOULD EXPLAIN TO MIGLIUOLO THAT BEFORE AGREEING TO AN ITALIAN VISIT ERDA REQUIRES MORE DETAILS REGARDING REPROCESSING TOPICS THEY WISH TO DISCUSS AND EXTENT OF ERDA SAVANNAH RIVER AND AGNS FACILITIES THEY WOULD LIKE TO VISIT; ALSO INFORM HIM THAT NRC IS WILLING TO ENTERTAIN A PROPOSAL FOR THE TEMPORARY ASSIGNMENT OF AN ITALIAN TO FOLLOW THE AUTHORIZATION PROCEDURES INVOLVED IN NRC LICENSING OF THE AGNS COMMERCIAL REPROCESSING PLANT.

7. ITALIAN LIST OF URANIUM ENRICHMENT COMPONENTS: ERDA HAS REVIEWED TWO LISTS OF COMPONENTS AND TECHNOLOGY IN WHICH THE ITALIANS HAVE EXPRESSED INTEREST. ERDA HAS INDICATED THAT ALL BUT THREE ITEMS ON THESE LISTS ARE CLASSIFIED AND CONSEQUENTLY NOT TRANSFERABLE. UNCLASSIFIED SPECIFICATIONS FOR THE REMAINING THREE ITEMS - COMPRESSORS, HEAT EXCHANGERS, AND SPECIAL COMPONENTS AND INSTRUMENTATION FOR GASEOUS DIFFUSION - COULD BE MADE AVAILABLE ONLY IF ITALY SOUGHT TO BE A COMPONENT SUPPLIER FOR THE URANIUM ENRICHMENT ASSOCIATES (UEA) PROJECT. ERDA HAS INFORMED US CATEGORICALLY THAT IT IS NOT PREPARED TO CONFIDENTIAL

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MAKE AVAILABLE TO ITALY - OR FOR THAT MATTER TO ANY COUNTRY - ACCESS TO CLASSIFIED DIFFUSION OR CENTRIFUGE TECHNOLOGY FOR ITS OWN NEEDS. (NOTE: ERDA IS SENSITIVE TO ITALY'S 25 PERCENT PARTICIPATION IN THE FRENCH-LED EURODIF). WE OWE MIGLIUOLO A RESPONSE ON THE ABOVE. HE WILL UNDOUBTEDLY EXPRESS DISAPPOINTMENT, BUT SHOULD NOT BE OVERLY SURPRISED AT OUR NEGATIVE POSITION. AS A MEANS OF OVERCOMING THE IMPASSE, HE MAY REQUEST THAT WE CONSIDER THE POSSIBILITY OF DECLASSIFYING SOME OF THE TECHNOLOGY THEY SEEK. WE HAVE SO FAR SIDESTEPED THIS ISSUE, BUT ERDA HAS INDICATED THAT ITS RESPONSE TO ANY SUCH REQUEST WOULD BE NEGATIVE.

EMBASSY MAY RESPOND THAT ERDA HAS REVIEWED THE TWO ITALIAN LISTS OF ENRICHMENT COMPONENTS AND TECHNOLOGY AND FOUND ALL THE ITEMS EXCEPT THE THREE CITED ABOVE TO BE CLASSIFIED AND THUS NOT TRANSFERABLE; EXPLAIN THE UNCLASSIFIED SPECIFICATIONS FOR THE THREE GASEOUS DIFFUSION COMPONENTS COULD BE MADE AVAILABLE IF ITALY SOUGHT TO SUPPLY THEM FOR THE UEA PROJECT.

8. US BEST EFFORTS NATURAL URANIUM OFFER: THE MIGLIUOLO DRAFT OF THE JOINT STATEMENT PROPOSED ADDING A PARAGRAPH WHICH WOULD EXTEND THE US UNDERTAKING CONSIDERABLY BEYOND WHAT ERDA HAS AGREED TO - E.G., FACILITATING AGREEMENTS OR JOINT VENTURES WITH US MINING FIRMS, GUARANTEEING ACCESS TO ANY FUTURE US NATURAL URANIUM STOCKPILE, AS WELL AS THE OPTION TO OBTAIN ENRICHED URANIUM FROM ERDA WITHOUT SUPPLYING THE REQUIRED NATURAL URANIUM. WE EXPLAINED IN STATE 37521 (PARAS 4 AND 5) WHY ERDA COULD NOT AGREE TO SUCH REQUESTS AND ARE URGING ACCEPTANCE OF THE ORIGINAL "BEST EFFORTS" LANGUAGE WHICH WAS CAREFULLY NEGOTIATED AMONG WASHINGTON AGENCIES

BEFORE BEING FORWARDED TO THE ITALIANS.  
EMBASSY SHOULD SEEK MIGLIUOLO'S ACCEPTANCE OF THE PRESENT  
TEXT OF US "BEST EFFORTS" NATURAL URANIUM STATEMENT,  
EXPLAINING TO HIM WHY WE ARE NOT IN A POSITION TO AGREE TO  
HIS REQUEST FOR ADDITIONAL US COMMITMENTS IN THE STATEMENT.  
9. WASTE MANAGEMENT: ERDA HAS NOTED THAT IS CONSIDERS  
THIS TO BE ONE OF THE MOST POTENTIALLY POSITIVE AREAS OF  
BILATERAL AND/OR MULTILATERAL COOPERATION, WITH PREFERENCE  
GIVEN TO THE IEA FRAMEWORK. SUCH DOES NOT PRECLUDE THE  
POSSIBILITY OF BILATERAL UNDERTAKINGS. EMBASSY SHOULD  
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REMINDE MIGLIUOLO THAT ERDA CONTINUES TO AWAIT ITALIAN  
PROPOSALS FOR EXCHANGES OF TECHNICIANS AND COOPERATIVE  
PROJECTS AND FEELS THIS TO BE AN AREA OF CONSIDERABLE  
POTENTIAL.  
10. FINANCING: AT THE DECEMBER 5 MEETING BETWEEN EXIM  
AND THE ITALIAN HIGH LEVEL FINANCIAL GROUP, THE BANK  
AGREED TO ARRANGE AND SIT IN ON MEETINGS BETWEEN THE  
ITALIANS AND PRIVATE US FINANCIAL INSTITUTES WHEN  
THE ITALIAN FINANCIAL PLAN WAS READY FOR PRESENTATION TO  
PRIVATE US LENDERS. EXIM ALSO INDICATED, AS IT HAS IN  
THE PAST, THAT IT WOULD BE INTERESTED IN PARTICIPATING  
IN FINANCING A PART OF US EXPORT COSTS OF THE ITALIAN  
PROGRAM. IN STATE 296444 (12/16/75) WE SUBMITTED TWO  
LISTS OF QUESTIONS ON THE FINANCIAL AND TECHNICAL ASPECTS  
OF THE ITALIAN PROGRAM THAT SHOULD BE ANSWERED IN DETAIL  
IN ORDER TO BEGIN PREPARATION OF A PROSPECTUS WHICH WOULD  
BE USED IN PRESENTING THE ITALIAN PROGRAM TO THE US  
PRIVATE FINANCIAL COMMUNITY.  
THE ITALIANS ANSWERS TO THESE QUESTIONS WERE CONTAINED  
IN ROME'S A-73. HOWEVER, THE ANSWERS WERE VERY GENERAL  
AND IN EXIM'S VIEW ARE NOT SUFFICIENTLY DETAILED TO MEET  
THE NEEDS OF POTENTIAL PRIVATE LENDERS IN THE US. THE  
ITALIANS STATED THAT SPECIFIC ANSWERS TO THE FINANCIAL  
QUESTIONS ARE NOT POSSIBLE UNTIL THE IDENTITY OF THE  
BORROWER AND THE LENDER IS KNOWN. IN FACT, IN THEIR  
ANSWERS TO THE FIRST FINANCIAL QUESTION THEY RAISE AGAIN  
THE POSSIBILITY OF A US GOVERNMENT LOAN FOR NON-IMPORT  
PROGRAM COSTS, DESPITE REPEATED STATEMENTS BY THE US THAT  
THIS IS NOT POSSIBLE.  
THE EMBASSY SHOULD ASK MIGLIUOLO FOR MORE DETAILED  
RESPONSES TO THE SPECIFIC QUESTIONS POSED BY EXIM. WHILE  
WE RECOGNIZE THAT THE SCOPE OF THE ITALIAN PROGRAM IS  
UNPRECEDENTED, AND THAT THIS MAKES PRECISE ANSWERS TO  
SOME OF THE QUESTIONS DIFFICULT WE BELIEVE THAT THE  
ITALIAN PROGRAM MUST BE SET OUT IN CONSIDERABLE DETAIL  
IF DISCUSSIONS WITH POTENTIAL US LENDERS ARE TO BE  
USEFUL.  
EXIM SUGGEST THAT A "MINI-MAXI" APPROACH WOULD BE USEFUL,  
PARTICULARLY FOR QUESTIONS 5 AND 6 ON THE FINANCIAL LIST.  
THIS WOULD ENTAIL TWO SETS OF PROJECTIONS: ONE CONSERV-

ATIVE AND ONE MORE LIBERAL TO INCLUDE HIGH-LOW ESTIMATES  
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GROSS INCOME, OPERATING EXPENSES, DEBT SERVICES, RATE INCREASES, INTERNALLY GENERATED FUNDS, BORROWING, EQUITY CONTRIBUTIONS, CAPITAL EXPENDITURES, ETC. SUCH PROJECTIONS WOULD OBVIOUSLY REQUIRE CERTAIN ASSUMPTIONS ABOUT THE BORROWER AND LENDER, THE RATE OF RETURN, ETC. BUT THE ITALIANS HAVE GAINED EXPERIENCE WITH NUCLEAR PLANTS ALREADY IN OPERATION AND THIS WILL PROVIDE SOME SORT OF BASIS FOR SUCH PROJECTIONS. IN ADDITION, THE ITALIANS HAVE ALREADY DELINEATED AN ENEL FINANCIAL REFORM PROGRAM.

THE EMBASSY SHOULD ASSURE MIGLIUOLO THAT, GIVEN THE MAGNITUDE OF THE PROGRAM, PRIVATE LENDERS DO NOT EXPECT PRECISE PROJECTIONS OF PROFIT/LOSSES, SOURCES/USES, ETC. EXIM CONTACTS WITH PRIVATE UNDERWRITERS INDICATE THAT THE "MINI-MAXI" APPROACH IS COMMON ON LARGE PROGRAMS AND A WIDE MARGIN OF LATITUDE IS TOLERATED AND EXPECTED. PRIVATE LENDERS WILL, HOWEVER, EXPECT THE ITALIANS TO DEFINE THE UPPER AND LOWER LIMITS FOR FINANCIAL NEEDS WITH AS MUCH PRECISION AS POSSIBLE. MOREOVER, THE ITALIAN PROJECTIONS WILL PROBABLY ELICIT QUESTIONS FROM EXIM AND PRIVATE LENDERS WHICH WILL HELP REFINE THE CONTENTS OF THE PROSPECTUS.

THE SECOND SET OF RESPONSES PROVIDED BY THE ITALIANS ON TECHNICAL ASPECTS OF THE PROGRAM ARE CONSIDERABLY MORE DETAILED, BUT THEY TOO SHOULD BE SHARPENED. WHAT EXIM AND OTHER BANKS WILL BE LOOKING FOR IS A PROJECT MANAGEMENT PLAN. THIS WOULD INDICATE THE ROLES AND RESPONSIBILITIES OF VARIOUS PARTIES INVOLVED IN THE ITALIAN PROGRAM. EXIM WOULD ALSO LIKE A BREAKDOWN OF PROJECTED ACQUISITIONS FROM US SOURCES, I.E., THE DOLLAR COST OF US EQUIPMENT BY TYPE FOR EACH PROJECT. COST ESTIMATES WOULD ALSO BE HELPFUL IN THREE CATEGORIES:

1. US COSTS; 2. THIRD COUNTRY COSTS; 3. LOCAL COSTS. WE ALSO BELIEVE THAT ANSWERS REGARDING THE POWER RATE SHOULD HAVE BEEN MORE SPECIFIC. PROJECTIONS OF BULK RATES AND THE FUTURE ESCALATION OF RATES WOULD BE HELPFUL.

11. IF MIGLIUOLO ASKS FOR OUR VIEWS RE. FUT' - EWG MEETINGS, EMBASSY MAY CONVEY THE FOLLOWING: WE BELIEVE THE VARIOUS EWG ACTIVITIES OUTLINED IN PRECEDING PARAS 5-10 CAN BE DEALT WITH THROUGH EXISTING EMBASSY AND  
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TECHNICAL CHANNELS WITHOUT THE NEED FOR A FULL EWG PLENARY SESSION FOR THE PRESENT. WE ASSUME MIGLIUOLO CONTINUES TO PLACE PRIORITY UPON ACHIEVING AGREEMENT ON A MUTUALLY SATISFACTORY JOINT STATEMENT AS INDICATED

IN PAST, AND WILL AWAIT HIS COMMENTS AND SUGGESTIONS. WE  
WOULD BE PREPARED TO CONSIDER MEETING AGAIN AT THE EWG  
PLENARY LEVEL BUT THIS MIGHT BEST BE LEFT IN ABEYANCE  
UNTIL WE HAVE REACHED AGREEMENT ON THE TEXT OF THE  
JOINT STATEMENT. KISSINGER

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